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ABSTRACT

This document discusses some of the public policy issues confronting higher education in Ohio as defined by the Citizen's Task Force on Higher Education. Brief discussion and recommendations concern access to higher education, lifelong learning, educational planning, and educational finance. Appendixes include the legislative charge, recommendations, task force committees, member and staff biographies, task force hearings, task force consultants, special studies, outline of issues, and a minority report--Ohio Instructional Grants Program. (MJM)

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CITIZENS' TASK FORCE ON HIGHER EDUCATION

STATE OF OHIO

FINAL REPORT

TO THE
GENERAL ASSEMBLY
AND THE
BOARD OF REGENTS

MAY 1, 1974

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LETTER OF TRANSMITTAL

May 1, 1974

Mr. John Marshall Briley, Chairman,
and Members of the Board of Regents

The Honorable Theodore M. Gray, President Pro Tempore,
and Members of the Senate

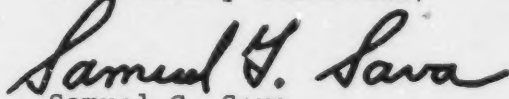
The Honorable A. G. Lancione, Speaker,
and Members of the House of Representatives

The Citizens' Task Force on Higher Education submits its findings and recommendations. We believe we have conscientiously pursued our charge as outlined in Amended Substitute House Bill No. 86, the 1973-75 Biennial Appropriations Act.

Since early August we have seized the unique opportunity to independently probe some of the most complex and vexing public policy issues confronting higher education in Ohio. To meet our responsibilities we used a variety of study techniques: assessed national trends and reports, commissioned special studies including a survey of public attitudes, examined basic reference documents and conducted public hearings. Our primary tool for developing recommendations was through group discussion.

The Task Force report should be viewed as the first phase of a two-year study effort. We are now committed to assist in the dissemination, public discussion and debate and implementation stages of the report. We see the report as an agenda, a beginning rather than a finished product. Individually and collectively, we hope it will serve as a catalyst for lifting the sights of Ohio citizens toward higher education.

Respectfully submitted,


Samuel G. Sava
Chairman

I. INTRODUCTION

During the past seven months, the Citizens' Task Force has studied, debated and pondered some of the most pressing public policy issues confronting higher education in Ohio.

We conclude higher education deserves a high public priority. It prepares people for careers, enlightens their judgments, enlarges their range of choices, widens their horizons and enriches their lives.

It is through education that people can acquire the tools necessary to resolve the problems that they encounter in their lives.

To achieve this end, all Ohioans, whatever their ages, whatever their abilities to pay, must be given the opportunity to pursue education beyond high school. Toward this goal three paramount objectives must be accomplished. They are:

1. equal access to higher learning for all,
2. lifelong learning opportunities for all ages and
3. emphasis on excellence in higher education through planning and adequate financing.

Access If any one thing is clear about higher education and the emerging needs of our citizens, our society and our economy, it is the growing necessity for increased access to higher education for people of all ages.

Ohio falls far short of providing equal educational access for all after high school. Our state lags almost 10% behind the national average of high school graduates going on to higher education.

This loss of participation does not affect merely each citizen, but every citizen. Society is needlessly deprived of improved knowledge which could raise employment skills, cultural attainments and basic understanding of its

citizens. It suffers lost taxes, lost income, lost jobs as well as lowered excellence in the capacity of individuals to judge, choose, act and vote intelligently in every aspect of citizenship affecting their personal destinies and general governance.

Ohio has much to be proud of in its higher education system, but it cannot be proud of the fact that among the states it stands 48th (a drop from 43rd in 1969-70), in its per capita expenditure on higher education. This is inadequate for a state that ranks 15th in per capita income. Ohio would have to add 13,000 students to its enrollment merely to equal the five poorest states in the percentage of population enrolled in public higher education (Ohio enrollment/population equals 2.79%). Ohio would have to increase enrollment by 80,000 students to reach the national enrollment average of 3.55%.

This enrollment ranking in public higher education cannot be offset by citing Ohio's large number of private institutions. Though we are justly proud of our many fine private colleges and universities, their enrollment, together with that of the public institutions, does not equal the national average. Combined enrollments for Ohio are 3.68% of the total population. The national average is 4.56%. Furthermore, while the nation is adding 125 students a year per 100,000 population, Ohio is adding only 40.

Therefore, Ohio's prime goal should be that, by 1980, it at least equal the national average of public enrollment in higher education.

This enrollment deficiency has resulted in part from inadequate financial support to higher education that began a quarter-century ago. It has caused a 'brain drain' from the state, 'brains' that have either gone elsewhere or have been under-utilized in Ohio. This has had a bearing on Ohio's ability to attract new business enterprises and has seriously affected Ohio's cultural development. This situation must be corrected. It is right for moral and human reasons as well as enlightened self-interest.

Lifelong
Learning

Change---profound, swift, unpredictable---has become the only constant in our turbulent society. New knowledge, new discoveries, new techniques come so fast that any specialist five years out of college is already dealing with out-of-date concepts.

America, only yesterday the world's greatest industrial nation, now has the world's first economy predominantly based on increasingly technical services demanding new and greater skills.

A nation almost wholly rural in Jefferson's day is now predominantly urban. Three-fourths of its people now live in great, sprawling metropolitan centers, but half of this number live outside the political boundaries of the central cities whose inhabitants are locked in a vise of deteriorating housing, poor health services, inadequate mass transit and the pride-eroding welfare cycle which only better education and better jobs can break.

This urban crisis accentuates the nation's need for new learning and universal access as well as improved research and teaching.

Life today creates an increasing need among individuals of all ages for renewed knowledge and education. The motives behind this need are endlessly varied. They are keenly felt by younger people who dropped out, stepped out or never went to college. Innumerable housewives who broke off their desired education to raise families, now want to renew it. Increasingly, men and women, after years in a given career, desire to pursue new careers.

Among older persons, particularly those facing retirement, there is a deeply felt desire to find in art, literature, crafts and the humanities a cultural enrichment missed in earlier years narrowly restricted by career and family responsibilities.

The student population explosion with its accompanying expansion of physical plants that began during World War II is ending. This, coupled with a falling birth rate, means that

by the 1980's, absolute numbers of young students will decline and the average age of our student population will sharply rise.

Consequently, there will be plenty of room in our now huge higher education facilities for whole new age groups of students.

It has been aptly stated that there is no reason why college students must come in just four sizes - 18, 19, 20, 21. By the 1980's, the 'youth ghetto' on campus will end and will be replaced by students of all ages who often will be more certain of what they want from education and more purposeful in pursuing their goals.

Excellence

In the postwar years, Ohio has made great progress in meeting its citizens' higher education needs. Whereas, in 1964, 148,000 students were served and \$60 million was spent on a system of six universities, one community college and numerous temporary academic centers; today, 298,000 students are served, \$365 million is being spent and the system embraces 59 state-assisted institutions (all with permanent campuses) including 12 universities, two free standing medical colleges, one general and technical college, four community colleges, 17 technical colleges and 23 university branches.

There are superb islands of excellence in Ohio's public and private higher education system, but they are islands. Ohio's higher education system generally is not marked by imagination or innovation. It is a fact that the number of able Ohio students leaving the state is increasing while the number of students entering Ohio from other states is decreasing.

This argues three clear and urgent objectives:

1. to discover and reward excellence in those public and private institutions where it exists and stimulate its emergence where it does not ,
2. to create and encourage innovative experiments at every level of education and

3. to develop a system of unified policy for higher education.

Meeting
the
Challenge

Americans today accept educational opportunity as a birthright. They scarcely realize that not until the eve of the Civil War was the principle of free, public elementary education fully adopted and practiced by all the states. Not until the present century was this principle extended fully into high school.

Out of the Civil War period, land-grant universities were established, affirming the principle that higher education should be broadly available and that universities should contribute directly and measurably to the growth of both industry and agriculture.

In the last decade, two-year education beyond high school has been provided at low-cost to many Americans. Nearly half of all our young people have had some experience with higher education and nearly half of those obtain some form of degree.

This unparalleled educational opportunity has made our country the envy of the world and has built into the American ethic the belief that each individual should progress as far as his or her talents and abilities permit.

But in order for Ohio's higher education system to meet new challenges, it must act wisely, forcefully and urgently to correct its most glaring defects.

Remedying these defects will, of course, cost money. Inflation is threatening the health and vitality of private and public institutions. With adequate funding and adequate budgeting priorities clearly related to planning, these institutions can and must become the cutting edge for transforming societal problems into opportunities. It is not too much to hope that Ohio, 15th in per capita income but 48th in its total tax burden, can and will find the means to meet needs so vital to the state's health, progress and prosperity of its citizens.

II. ACCESS

Citizen access to higher education in Ohio has long been enhanced through open admissions. Section 3345.06 of the Ohio Revised Code states that "a graduate of the twelfth grade should be entitled to admission without examination to any college or university which is supported wholly or in part by the State".

To be fully effective, however, open admissions is dependent upon institutions to bend every effort to be both sensitive and responsive to the antidiscrimination provisions of federal and state law. Widely viewed, open admissions carries with it the full weight of equal opportunity for all citizens without regard to race, religion, sex, national origin, socio-economic status and the often overlooked factors of age and physical handicap.

But open admissions is only the highly visible tip of the access iceberg. Access involves a whole spectrum of attendance and retention issues: where institutions are located, who attends them and how long they stay.

Geographic Access

Geographic access is not an issue in Ohio.

Recommendation #1: Given the present population projections, the General Assembly should not establish any additional permanent two or four-year undergraduate campuses or expand existing two-year institutions into four-year institutions

As a Task Force, we stand committed to this recommendation. We find no need for the State of Ohio to create any additional state-assisted colleges and universities beyond those already approved. On the basis of geography and current and projected enrollment trends, Ohio's system is complete. Ohio has successfully accommodated enrollment growth. The larger and more important issue now is to promote participation by all citizens, particularly students from low-income families.

What are the current and projected enrollment realities in Ohio?

1. Total enrollment in both public and private colleges and universities has increased only 1.8% since 1971.
2. The actual number of live births in Ohio has declined from a peak of 243,470 in 1957 to 169,151 in 1972 with a further decline in the first half of 1973 to 73,964.
3. Population forecasts indicate a peak of 20-24 year-olds in 1980, a low in 1990 and an increase after 1990.
4. Population forecasts indicate a peak of 15-19 year-olds in 1975, a low in 1985 and an increase after 1985.

In weighing all factors related to the rate of college participation, the potential pool of traditional college-age students will decline and therefore, unless the participation rate increases, college enrollments may well decline in the immediate future.

What are the barriers to participation?

Socio-Economic Barriers

Although Ohio's record in providing open admissions and geographic access is noteworthy, socio-economic factors undercut equality of educational opportunity.

Economic status is a major determinant of college attendance. All evidence suggests that more students from higher-income families attend college than do students from lower-income families. There is a clear correlation between family income and college attendance.

A significant dimension of economic status relates to the costs of education. Tuition and fees, no matter how modest, serve as an attendance barrier. The interrelationship between the pricing of higher education and access is evident through the research findings of the National Commission on the Funding of Postsecondary Education. For every \$100 increase in

tuition, 1.2% fewer students from middle-income families and 3.1% fewer students from low-income families will be enrolled.

Cost studies commissioned by the Task Force give some indication of the nature of the cost spiral:

1. From 1967-68 to 1972-73, average tuition increased 57% at public institutions and about 51% at private institutions. Room and board charges increased 47% (public) and about 21% (private). During the same six-year cost period, the inflation rate was 38.5%.
2. The increased cost over the four-year period from 1969-70 to 1972-73 ranged from \$768 (public universities) to \$1071 (private colleges). Simply stated, a student entering an Ohio college in 1969 who assumed that costs would remain constant until graduation had to find additional funds ranging from \$768 to \$1071.
3. Based on the previous six years of historical data, a student entering college this year can anticipate paying from \$9333 (public universities) to \$14,214 (private colleges) for the next four years of study.
4. Based on current trends and data, a student entering college 12 years from now may be faced with a four-year cost load of \$15,915 (public universities) to \$22,805 (private colleges).

The Task Force is concerned about the high tuition levels at public and private institutions and the impact high tuitions have on limiting access. Tuition, no matter how modest, represents a significant access barrier for many citizens. Recommendations on instructional and general fees at public colleges and universities are treated in Chapter V.

One very important instrument for promoting access to higher education in Ohio is the Ohio Instructional Grants Program.

Recommendation #2: The Ohio Instructional Grants Program must be designed to insure first, participation by students from low-income families.

The maximum grant awards for full-time students must be equal to the cost of instructional and general fees at public institutions and \$2000 for full-time students attending private institutions.

In 1973, five thousand fewer students from low-income families received OIG's than in 1972. This is a step backward from which we must recover at once so we can then move forward toward greater equality of opportunity.

The Task Force is not agreed upon the reasons for the backward step. The average student from a low-income family, regardless of race, must be vigorously recruited and dedicatedly counseled. Such is not the case for a student from a middle-income family who does not come from a socio-economically deprived background and who is not nearly so likely to require remedial education and/or other special supportive services.

A student from a low-income family often requires more financial aid from the college's own funds to make up the difference between government aid programs and actual student needs as opposed to a student from a middle-income family. Moreover, a student from a low-income family is apt to cost the college more to educate on a per capita basis than a student from a middle income family because of the special needs of deprived persons. As a result, a college may find it can educate several middle-class students for the same amount it costs to educate one deprived student, and for this reason, some admission counselors concentrate efforts on recruiting middle-income youth.

The Task Force unanimously agrees that the highest priority for OIG funds is to enable the lowest family income students to attend college. To better achieve this purpose, the Board of Regents should establish rules and practices clearly insuring that increasing the upper level of eligibility (as recommended in #3 below) does not reduce opportunity for students from low-income families. For example, a specific amount could be set aside for students from family incomes of \$8000 or less.

Further, the Board of Regents must make a determined effort to simplify the process of receiving grants and award them whenever possible well before the beginning of the school year. The Board should, through the use of field representatives, visibly and aggressively promote the OIG program, particularly among students from low-income families.

Recommendation #3: The Ohio Instructional Grants Program adjusted family-income ceiling should be set within \$15,000. Students at proprietary institutions accredited by an agency recognized by the U.S. Office of Education should be eligible for Instructional Grants according to a formula developed by the Board of Regents. The Board of Regents should seek additional funds to extend coverage in the OIG Program to include part-time and graduate students.

In developing recommendations for the future funding of the OIG Program, the Board of Regents should remain sensitive to the rising costs of higher education and to the need for systematically measuring the success of the program. The Board should also keep in mind the directions of federal funding patterns.

Developmental Education

Recommendation #4: The General Assembly should continue and increase the funding of developmental education at state-assisted colleges and universities based on institutional commitment and student need.

The positive thrust of the Ohio Instructional Grants Program and other access-related programs is meaningless unless there is an equal commitment to help students stay in school. Many students who are socially and educationally disadvantaged need special academic counseling and tutorial assistance upon admission and throughout college. The revolving door policy which provides access and prompt egress has to some extent been lessened by the combined impact of state and institutional resources.

Recommendation #5: The General Assembly should provide funds for a grant to accompany every Ohio Instructional Grant student attending a private college or university. Grants should

be in the amount of \$400 per OIG student with a family income of \$7999 or less, and \$200 per OIG student with a family income above \$7999.

It should be noted that the Ohio Instructional Grants Program seldom meets the financial need of recipients who attend private institutions. Private colleges and universities therefore find it necessary to draw heavily upon their own resources to meet student dollar needs.

Although modest in funding level, the "following" grant recognizes the benefits to the state of Ohio which result when Ohio residents are educated in private institutions, and helps those institutions defray a small portion of the total educational services and costs. Furthermore, the "following" grant can be applied to meet the rather substantial costs involved in providing counseling and other forms of special student assistance as is the intent of developmental education funds for public colleges and universities.

Student Loans

Recommendation #6: The General Assembly should initiate a joint study by the Ohio Student Loan Commission and the Legislative Service Commission on providing increased availability of loans for students. This study should include as one alternative a loan program that features repayment based on future income.

Using state guaranteed loan dollars, a small central staff, and more recently field representatives in all sections of the state, the Ohio Student Loan Commission is promoting loan support from banks, credit unions and savings and loan associations to students attending all postsecondary institutions. Since 1963, the Commission has guaranteed 130,363 loans totaling \$143 million, and the average loan has jumped from \$673 to today's level of \$1204. The extent to which the Commission can be responsive to student needs has been handicapped by congressionally mandated changes in the various loan programs and by uncertainties in precise funding levels. Congress has now moved to eliminate the needs test provision for families with incomes under \$15,000.

admission officers to see if Ohio can, like other states, adopt a common approach such as the ACT APPLication system.

In projecting a common form recommendation, we believe that every step must be taken to preserve the right of institutions to administer the actual process of admission and to collect appropriate fees to offset administrative costs.

Recommendation #9: The Board of Regents should promote implementation of the June 1973 "Guidelines on Articulation Between Public Two-Year Campuses and Public Universities".

The transfer of credit between state-assisted institutions is less of a problem than in the past. Although many institutions have moved to implement the steps recommended in the guidelines, the Board of Regents should push for uniform implementation of standards for curriculum design, student advising, admission priorities and acceptance of associate degrees.

III. LIFELONG LEARNING

From a public policy perspective, the State has yet to embrace fully and squarely the concept of continuing and part-time education, or to recognize the needs of a rapidly growing adult population.

We find that adult learning needs fall roughly into three institutionally-related categories:

1. degree credit programs offered outside the regular 8:00 A.M. to 4:00 P.M. daily course schedule
2. noncredit vocational, personal interest courses, including conferences and institutes (some for credit)
3. full-time, short-term, 'in and out' study at various career intervals.

Barriers The factors which follow have inhibited the growth of continuing and part-time degree and nondegree programs in Ohio.

For individuals: limited program offerings at a time convenient to most adults, high credit hour costs, inadequate academic and career counseling, inflexible registration procedures, lockstep course arrangements and tenuous commitment by institutions and their faculties.

For institutions: no state subsidy for off-campus study, no state subsidy for noncredit courses, a faculty-administration mind-set geared to the traditional student, limited use of credit by examination, inadequate counseling staff and budget pressures which thwart the new and the different.

The Task Force urges the State and institutions to make a substantial commitment to meet the continuing and part-time educational needs of Ohio's adult learning population.

Recommendation #10: The Board of Regents should provide institutions with incentives to make classes available to citizens through the adoption of flexible schedules which permit classes to be offered beyond regular classroom hours --- evenings, weekends and summers.

Present policies undercut geographic access and reinforce the faulty notion that the living-learning patterns of adults follow neat, time-prescribed arrangements.

Changes in life styles are swift and dramatic --- a direct reflection on the highly technical, mobile character of today's society.

Although there are many unknowns about the exact nature and potential size of the adult market, we know that whenever special efforts have been made to serve this segment of the learning population, the response has been substantial.

For example, in response to citizen needs for continuing learning, Ohio's four community colleges offer courses at all hours, seven days a week. The University of Cincinnati has formalized a special counseling service program for the returning housewife which is operated on a peer group basis. The response to The Ohio State University's no charge, open learning program for senior citizens has been gratifying.

In order to encourage flexible course scheduling, the Board of Regents should consider proposing modification of the subsidy formula which will recognize that the costs of admitting, counseling and providing other student services to part-time students are not adequately met by a formula based solely on counting full-time equivalent students.

Additionally, institutional trustees should require that faculty teach evening, weekend and summer courses, as part of regular assignments.

Recommendation #11: The General Assembly should provide subsidy to public colleges and universities for occupationally and professionally related noncredit courses. The General Assembly should also provide subsidy for off-campus post baccalaureate in-service training programs.

We urge the Board of Regents to develop appropriate funding mechanisms and specific criteria for the funding of noncredit as well as off-campus instructional programs. For example, we find a special need for the State to focus attention on institutional efforts to respond to requests from school districts for extended, in-service programs for teachers within school districts.

Recommendation #12: The Board of Regents should seek funds to permit the development and expansion of external learning programs through existing public and private, two-year and four-year institutions and their faculties.

External or extended learning permits a citizen to obtain degree credit, certificates and eventually a degree at his or her own pace, rather than through the press of 50 minute classroom sessions. This approach uses a variety of instructional options, including regular classes, independent study by correspondence, course credit by examination, credit for skills already developed and imaginative use of the media: newspapers, educational television, computers, cassettes, slide projections and films. Ohio University, Dyke College and Ursuline College are experimenting with extended learning programs.

In promoting the concept of extended learning, the Task Force urges the Board of Regents in cooperation with institutions to engage in cooperative programming on a regional basis and to utilize more fully Ohio's excellent Educational Television Network. We find no present need for the State to establish a separate institution to specialize in or to award external degrees.

IV. PLANNING: IN PURSUIT OF EXCELLENCE

Overview "Every state faces a timely obligation to review its structure for planning, coordination, and governance of postsecondary education," concluded the Education Commission of the States in its final report, "Coordination or Chaos".

In Ohio the task of statewide coordination and planning of higher education is the responsibility of the Board of Regents created by the General Assembly in 1963. At that time Ohio and most other states found it wise public policy to establish formal state agencies to coordinate the state's rapidly expanding response to public demands for new and improved higher learning opportunities.

Coordinating agencies were designed to serve two purposes: first, as a continuing vehicle for relating state needs to higher education and higher education's needs to the State and second, as a practical governmental structure for promoting cooperation among institutions.

Coordinating agencies, though dealing with monumental problems and never-ending demands, by design function largely as advisory and recommending agencies with powers set by law. Consequently, they are often the focal point of conflict and criticism while trying to attain an effective mesh between governmental expectations and institutional ambitions. They seek compromise between forces which drive institutions into competitive behavior and those which pull them under the umbrella of centralized, large-scale control structures. When coordination fails and interinstitutional cooperation ceases, the national trend is a single governing board.

The quality and scope of the planning process are the key to the success or failure of coordination. Success does not come from periodic production of master plans, but rather from a continuous planning process, the tool by which state policy objectives for postsecondary education are shaped, attained and

measured. Ideally, it is a consensus-building process which, to be fully effective, requires the active involvement of all segments of post-secondary education. It achieves this involvement by various consultative arrangements, most important of which should be flexible advisory structures. Good planning requires that accurate and comparable information be received from institutions so that it can be meshed with continuing assessment of current trends and changing conditions.

Since the establishment of the Regents in 1963, the factors shaping the character and climate of Ohio postsecondary education have changed. Then, the challenge was how best to deliver public higher education services and programs to a mushrooming student population. Today, with enrollments leveling, the challenge is how best to achieve new degrees of order, excellence and effectiveness. The overriding need is to clarify and to simplify the overall system, to get greater use from limited state resources, to remove unnecessary duplication and to achieve greater diversity in programs and institutions.

As a Task Force, we have focused on four inter-related areas of coordination: the work of the Board of Regents as the coordinating agency, the nature of the planning process, the policy implementation or governance process and institutional relations.

The Board of Regents

Recommendation #13: The Board of Regents should continue as a coordinating and planning agency with its powers essentially unchanged but more fully utilized. The present system of an individual board of trustees for each institution should continue.

In establishing the nine member Board of Regents, the General Assembly charged the State's first coordinating and planning agency with four basic responsibilities: to develop a statewide master plan for higher education; to recommend operating and capital improvements budgets; to review proposals for the establishment of new institutions and to approve new degree programs and review existing programs.

The Board has a solid record of achievement. Within three years of its creation, its 1966 Master Plan launched a great expansion of Ohio's system of public higher education. Long-neglected needs of Ohio's urban population were met through the creation of new universities and the absorption of city institutions into the state system. New community colleges, technical institutes (now colleges), and more university branch campuses placed two years of public higher education within easy commuting distance of 90% of the state's population. Ohio's program of building new campuses for public higher education is now virtually complete.

The Board also strengthened its planning role with a system of data collection and analysis. It also recommended the Ohio Instructional Grants Program.

The Board has carried out its prescribed role with little meddling in the internal affairs of the state-assisted colleges and universities. The Board has not encroached upon academic freedom.

Nevertheless, certain weaknesses are evident in the Board's operations as an advocacy and planning agency. In the next decade the Board must become a much more effective planning body. It must formulate and advocate a program for improving higher education in Ohio around which the higher education community can coalesce. We urge special emphasis on the effective delivery of educational services through two-year institutions; the careful review of proposed and existing Ph.D. programs and an improved planning process which features openness, broad-based consultative relationships with all constituent groups and provisions for institutional accountability and management discretion.

In all fairness, many of these weaknesses flow from the Legislature's unwillingness to provide adequate funds necessary for appropriate staffing, from the combined impact of vested interests by institutions, communities and legislators and from demands imposed by the creation of new institutions to meet the unprecedented postwar enrollment growth.

There is a great need to continue the Board of Regents as a statewide planning and coordinating agency. To eliminate the Board would invite chaos and wholesale political intervention. To make it a super governing board through the elimination of boards of trustees would violate the ardent desire by Ohioans to avoid a monolithic, centralized bureaucracy with a "Columbus knows best" philosophy. A board of trustees provides the cushioning and filtering effect of a trusteeship lying between the internal operations of an institution and the sometimes harsh and unstable realities of political government.

The Board should remain the primary, comprehensive, objective source of information and recommendations for the executive and legislative branches of government. There is need, however, for the Board to take immediate steps to correct and strengthen its operations, particularly in the planning process. There is a subtle tendency of the Board to become overly preoccupied with watch dog control functions rather than the more difficult role of advocate, innovator and planner.

Governance

Recommendation #14: The Governor should exercise special care in the appointment of citizens to the Board of Regents and to boards of trustees. He should choose persons of merit and trust with interest in and sensitivity for the problems and needs of postsecondary education. Their backgrounds and capabilities should be sufficiently diverse and their time commitments to the task large enough to warrant public credibility.

Trustees must be willing to discharge two major responsibilities in governance. One to the citizens of Ohio who, through the Governor, have entrusted them ultimately with the well-being of the institution and the provision of educational services. The other is to the specific academic administration, faculty and students over which they have ultimate legal authority.

In discharging their responsibility to the public, trustees must not allow themselves to become politicized. Their strength is in their ability to address fundamental public policy

issues objectively and independently. Competent men and women from a broad spectrum of society should be chosen, --- persons who can rise above narrow interest of class and caste, who can provide real leadership in the formation and the implementation of policy.

The governance relationship between trustees and the campus is particularly delicate. The fundamental forces set in motion by campus events in the 1960's included demands by faculty, staff and students for greater participation in shaping and implementing policies within institutions. As trustees continue to grapple with the question of what the dimensions and the extent of their role should be, they must realize that the academic mission of the institution is best achieved in a climate of mutual trust and respect, openness, accessibility and close cooperation.

The academic word that sums this up is collegiality. This means without question that trustees have the ultimate legal authority for the campus. It also means that the principal components of the institution --- students, faculty and administration --- must share responsibility in developing policy. Collegiality assumes that people will cooperate as academic equals and not operate under a rigid chain of command which leads eventually to confrontation and a system of adversarial relationships.

Recommendation #15: The present length of appointments to the Board of Regents and to boards of trustees at public colleges and universities should continue. Appointees who are habitually absent from trustee functions should be asked to resign.

The length of term can be argued both ways. A long-term service undoubtedly gives greater indepth knowledge of the institution and insulation from partisan influence. However, it can mean that the presence of a non-performing or rigidly oriented member can be unduly prolonged.

Recommendation #16: Boards of trustees should initiate formal, systematic, periodic reviews of presidents and their administrations through the use of broadly representative review structures which include membership by trustees, students, faculty, staff and alumni. Trustees should also recognize their responsibilities to review the quality and effectiveness of all programs and services offered by their institutions and to see that sound policies for recruiting, hiring, promoting and tenuring faculty members are developed, properly administered and periodically reviewed.

The concept of review of presidential effectiveness has been embraced by many boards of trustees. We believe it is an important concept, one that should be followed by all institutions, public and private, and one that should be extended to encompass other major administrative officers, including department chairmen.

The review of teachers and academic programs within institutions is a sensitive matter which has not been fully considered by the Task Force. These are areas, however, to which careful attention should be given by both institutional trustees and advisory committees to the Board of Regents.

Planning

Recommendation #17: The Board of Regents should concentrate on achieving an accessible, orderly, effective and excellent system of postsecondary education for the citizens of Ohio. To accomplish this objective the Board of Regents should:

1. develop a structure for the planning of postsecondary education in Ohio which involves all segments: public and private, two-year and four-year and accredited proprietary institutions,
2. supplement the master plan approach with a process of continuous planning based on public policy objectives ,
3. require any institution receiving state funds to submit long range instructional capital plans and to update them annually,

4. require any institution receiving state funds to be a full partner in the Regents' Basic Data Series ,
5. divide the state into appropriate regions for planning ,
6. foster the development of voluntary, broadly representative, regional planning consortia within each planning region of the state ,
7. review instructional program offerings, particularly at the graduate level, and exercise the power of program assessment when appropriate and necessary ,
8. develop a systematic planning process for graduate education in Ohio with appropriate criteria for judging the desirability of existing programs as well as proposed new programs
9. evaluate instructional programs and services by two-year institutions, university branch campuses and accredited proprietary institutions within each planning region and
10. create a unified, adequately-funded planning structure within the Board of Regents which brings together a relatively small, highly competent staff of academic planning specialists.

The Task Force sees the need to expand the planning process to include the full range of postsecondary education offerings in Ohio by public, private and accredited proprietary institutions. This need is reinforced by the Federal Education Amendments of 1972 which call for broadening the base of involvement in state planning commissions such as the Ohio Board of Regents. We share a fundamental concern that private colleges and universities can no longer be viewed or treated from a planning perspective as entities entirely separate from other institutions designed to provide citizens with learning opportunities beyond the high school.

Therefore, the Board of Regents should modify its consultative relationships by adopting the advisory committee structure. Every effort must be made toward greater involvement of

citizen and institutional interests into a continuing, visible planning operation.

Recommendation #18: The Chancellor should develop policy-focused, problem-oriented, broadly representative committees.

It became evident from the numerous interviews conducted with various groups throughout the state that there is a real need for a consensus-building structure within the Board of Regents.

The current committee structure has a strongly unrepresentative flavor. There has been little attempt to promote a cross-fertilization of ideas from a broadly conceived constituent base. Consensus-building must start with the formulative stage of public policy development. It should involve those affected by decisions as well as those who make them.

The consultative process is delicate, complex and demanding, full of intangibles and hairline distinctions. It requires clear-cut understanding that the legal rights of individual boards of trustees will in no way be ignored, nor the integrity of the Board of Regents as an independent advisory and recommending body be undercut by special interest groups. Approaches should be explored by the Chancellor of the Board of Regents to bring regents and trustees into the formulative stage of statewide public policy development for postsecondary education without compromising the legal responsibilities of either.

The Task Force suggests one approach in the reordering of the advisory committees. We believe committees should be linked directly with the continuous planning responsibilities of the Board of Regents and charged with the responsibility of developing guidelines for public policies in such areas as: goals and objectives for postsecondary education in Ohio, access-related programs, adult and continuing learning, capital planning, graduate and research programs, regional planning, uniform data systems, redesign of teacher education in cooperation with the Department of Public Instruction, collective bargaining, legal adulthood, financing of postsecondary education, faculty productivity, retraining and tenure.

Advisory committees need not necessarily be permanent. Many might well be ad hoc. Some should be permanent although their membership may be altered. Membership should include regents, trustees, citizens, legislators, students, faculty, presidents and other personnel.

Recommendations for membership should be solicited from various constituent groups and associations. Committee appointments should be renewable one-year appointments made by the Chancellor with the advice and consent of the Board of Regents. Committee charges should be reviewed annually by the Chancellor. The limited number of staff of the Board of Regents necessitates additional staff input from many institutions of postsecondary education to work with the advisory committees.

Legislature

Recommendation #19: The Legislature should re-examine its procedures for considering higher education issues. Deliberation on most issues through an Education as well as a Finance Committee in both the Senate and the House will contribute to effective planning and wise decision-making.

At the present time, issues of elementary and secondary education tend to receive more extensive discussion in the Legislature than problems of higher education. The relative brevity of consideration of higher education problems is partly the fault of the higher education community and partly due to the fact that higher education problems are often resolved by legislative subcommittees considering the biennial appropriations bill, with little opportunity for public discussion or legislative debate. The new extensive planning process we are recommending in this report would be facilitated if the Legislature would afford more opportunity for participants in the planning process to be heard by the Legislature.

Three other dimensions of the planning process deserve special mention: the use of manpower projections, the further development of graduate and specialized research programs and two-year institutions.

Manpower
Projections

The Task Force was asked to investigate manpower trends. However, the Task Force is unable to formulate recommendations because the data is unreliable and untested. For example:

1. Some manpower data exists for employment opportunities for certain programs, while none exists for others.
2. Manpower forecasts are usually not sufficiently accurate to enable institutional planners to rely upon them.
3. When accurate manpower data exists for a given program area, it frequently is not useful because institutions are limited in their capacity to respond rapidly to fluctuations in the labor market.
4. The needs of the marketplace and students' interests do not always coincide. When they conflict, it is unclear whether institutions should respond to the marketplace or to student interests.

In view of these and other uncertainties, manpower data should be used with great care.

However, manpower data is presently being generated in several areas of state government. Much of the data is concerned with occupations which do not require education beyond high school; some relates to the needs of technical and some four-year degree programs. Since various governmental units have been working with institutions on an individual basis, it would be useful if the Board of Regents initiated a more coordinated approach to the collection and dissemination of manpower data.

Graduate
and Research
Programs

The Task Force shares a concern with the Board of Regents and many members of the General Assembly over the proliferation of Ph.D. programs in Ohio.

We find need for a reassessment of existing doctoral programs on both a regional and statewide basis as well as need for development of appropriate criteria to establish new programs. To be fully effective, the planning process under the leadership of the Board of Regents

must bring together representatives of both public and private graduate degree institutions.

In the development of appropriate criteria for new or modified graduate programs, we urge special consideration for alternative degrees geared to the needs of the non-research professional, the combining of existing programs where possible and appropriate and the identification of advanced study areas not presently covered in the Ohio system where need for development clearly exists.

The Ohio State University, the University of Cincinnati and Case Western Reserve University should continue to be regarded by the State as the primary comprehensive teaching and research universities. Those institutions essentially undergraduate in orientation should continue programs around well-established and recognized areas of strength and should focus any new Ph.D. programs on special need areas within a regional or urban population base.

We are especially hopeful that statewide and regional planning will draw attention to Ohio's many superb research programs and facilities. The Board of Regents should seek ways to bring research expertise and resources to bear on state policy issues, perhaps through the establishment of a broadly representative committee with membership from the academic as well as the business, industrial and professional communities. A statewide advisory group could recommend research areas and identify institutional centers of excellence which could be more fully utilized through the combination of state dollars with federal dollars on a targeted basis. State attention on research strengths and needs has long been neglected. Good planning highlights research as both a process and a tool applied to special state needs. Much can and should be done from a public policy perspective to broaden the base of public understanding and support for research.

Two-Year
Institutions

Ohioans may view with just pride the fact that a massive delivery system for public two-year postsecondary education has been established

within one decade. That system directly reflects high degrees of local and community initiatives rather than edicts of distant authority.

Ohio now has the following campuses:

1. four community colleges (including one community college having three campuses), variously comprehensive in that they offer both two-year transfer work toward the bachelor's degree and two-year technical study for career preparation ,
2. twenty-three branches of the state universities (including an agricultural and technical institute and a branch with two campuses) which offer mainly liberal arts transfer study but also, in some cases, technical programs ,
3. one state general technical college which offers both liberal arts and technical programs ,
4. five university centers which are integral parts of urban universities with organized two-year programs and
5. seventeen technical colleges which have the single mission of technical education for career preparation.

As with any quickly evolved system, problems emerge which need attention. They tend to be political in nature rather than educational.

First is the problem of rationality. In each of nine counties there exist both a technical college and a branch campus. In six of those counties the two share facilities on the same campus but maintain separate administrative and academic entities. Eight counties have technical colleges without two-year general studies on a commuting basis. Eleven counties have university branches with little or no technical education.

Second is the problem of economic equity. Under existing arrangements, it is inevitable that by accident of residence some students get more for

their instructional fees than others. The cost patterns of some institutions are relatively under-financed while others, with different program patterns, are comparatively over-financed.

Third is the problem of competitive vested interests. In some localities and regions of the state, institutions are engaging in unwarranted program duplication and competition despite state intent on what institutional missions ought to be.

Recommendation #20: The Board of Regents should give priority attention to those geographic regions where unwarranted program duplication and unnecessary institutional competition exist. Recognizing a concern with program proliferation, the Board of Regents should encourage two-year campuses to delete course offerings with low enrollment as new programs are added. The Board of Regents in cooperation with institutions, should assume leadership in developing an approach for program deletion.

The Task Force finds little merit in having a central voice decide which institutions should operate certain kinds of campuses, or what programs they should offer. However, we do find great need for a pragmatic planning process, one that insures to the maximum extent possible that citizen learning needs are met with minimal overlap and duplication of programs and services.

We have studied the two-year situation in more depth than any other problem. We have received strong recommendations to continue the status quo and equally strong ones to revamp the present system completely through consolidating many existing units under the Board of Regents. We find no final solution in either approach.

Ohio, in the early 1960's, did not create a statewide network of community colleges. Today we find no good reason, for the sake of simplicity and uniformity, to reject history, community wishes and legislative intent. If Ohio has a 'mixed bag' of two-year institutions, all have a distinct reason for being. Many two-year institutions and branch campuses have been operating under the threat of being restructured by central authority.

In developing recommendations for the improved coordination and planning of higher education in Ohio, we expressed the need to divide the state into planning regions. Within each region we see the need for a complete reassessment of current educational program offerings and citizen needs. A focus on two-year program offerings is the first order of priority.

In initiating the regional planning process, the Board of Regents should work with the institutions involved toward the development, review and approval of a specific action plan within each region. Each plan should incorporate the following principles:

1. custom design from the point of view of delivering educational services without necessarily abolishing existing legal units,
2. limit state involvement to specifications for approval of regional plans with the understanding that good planning would be financially supported by the Board of Regents and
3. broad representation of citizen and institutional interest on regional planning committees.

Guidelines for approval should include the following minimum requirements:

1. delivery of varied educational programs comparable to those of a comprehensive community college,
2. pooling of financial resources and administrative services where possible and
3. thorough inventory of citizen demand and an assessment of the capacities of both public and private institutions to meet those demands within a given region.

In terms of priorities, we urge the Board of Regents to initiate planning first in those areas where technical colleges and branch campuses exist side by side, and second in those areas where one kind of programming is offered but not another.

Recommendation #21: To correct the uneven development of services at two-year campuses, the Board of Regents should begin a comprehensive study that includes the following dimensions:

1. identification of regions in the state where access to the first two years of college (general studies) is not available,
2. identification of regions in the state where access to technical education is not available and
3. identification of the number of students needed at a campus or within a given region to provide an appropriate base for a quality technical education program, transfer program and community service program.

As a result of the planning process, consensus may point to the need for restructuring within a service region in a variety of ways: the broadening of a program of a given institution, the creation of a legally authorized general and technical college, a contract for services with a private college or university, a consortium arrangement between two institutions for the combining of specified support and administrative services.

In short, we believe that the planning process should first highlight and define the level of educational service to be provided and then develop appropriate structural arrangements to deliver those services, not the other way around.

Basic Institutional Missions

To strengthen the coordination of higher education in Ohio and to avoid unwarranted program duplication and competition, the Task Force reaffirms the following basic institutional missions of public two-year institutions.

Technical colleges should concentrate on the effective delivery of technical and career education programs in response to local and regional needs. Technical colleges should consider a change to a state general and technical college where two-year general study transfer programs are not being met by a community college, university branch campus or a state-assisted

university within a given region of the state. The state should work toward a more uniform approach with technical college boards of trustees.

University branch campuses should concentrate on the effective delivery of two-year general study transfer programs. If technical education is not being provided within a region served by a branch campus, the mission of the branch campus should be expanded to provide such services and consideration should be given to converting to a state general and technical college. Upper division and graduate course work at branch campuses should be discouraged in every appropriate manner including loss of subsidy entitlement by the Board of Regents, except in regions where, in the judgment of the Board of Regents, those services cannot be otherwise obtained for part-time students. Universities with branch campuses should strengthen citizen advisory councils through regular meetings with boards of trustees, establish provisions for rotating memberships on advisory councils, develop specific charges to guide the work of advisory councils and provide pertinent financial data to the advisory council membership.

Community colleges should concentrate on the effective delivery of comprehensive two-year programs in general studies and technical education.

Within these general guidelines, every institution should develop a clear concept of its mission. When developing such missions, public institutions should consider the instructional mission and program offerings of private and proprietary institutions. Conversely, private and proprietary institutions should consider the mission and program offerings of public colleges and universities. The Task Force emphasizes again the need for all segments of postsecondary education to be brought into an integrated planning process through the use of voluntary regional consortia.

V. FINANCE: IN PURSUIT OF EXCELLENCE

Access, lifelong learning, good planning and many other important dimensions of higher education will become empty hopes and unfulfilled promises unless the State of Ohio is willing to increase substantially its dollar commitment to learning beyond the high school.

The funding problem and the solution are essentially political. The problem will not be eased significantly nor will the solutions evolve quickly until there is a greater meshing of mutually recognized needs and commonly held objectives by all interests, institutional and governmental.

More money of the magnitude needed will flow to higher education IF:

1. institutions work cooperatively with the Board of Regents,
2. institutions recognize the legitimate needs and interests of each other --- public and private,
3. the Board of Regents engages in appropriate consultative relationships with institutions,
4. the Board of Regents provides creative, vigorous leadership to develop a more ordered system of higher education,
5. institutions and the Board of Regents agree on appropriate methods of finance,
6. the Board of Regents and institutions develop accurate cost data tied to agreed priorities and
7. the General Assembly and the State Executive preserve the Board of Regents as the State's independent agency for coordination and planning of higher education.

Dollar Needs Historically, higher education in Ohio has been under-funded with a net effect of excessive charges to students. Historically, institutions have not fought effectively the common funding cause of higher education. Historically, the Board of Regents has lacked visibility and credibility.

These are times of tough dollar choices for state government. Demands for new dollar levels by all agencies, institutions and groups served by state government are impacting daily on the state treasury.

Recommendation #22: State funding for all of higher education should be substantially increased.

Higher education deserves its fair share. We find it indefensible that Ohio ranks so poorly with other states in the funding for higher education: 34th in the percentage of total state revenues appropriated and 48th in per capita appropriation. We are alarmed that the higher education portion of the state budget is 13.1% as compared with 17.8% (Big Ten States), 14.6% (Great Lakes States), 16.2% (Ohio Border States), 15.7% (Five Poorest States and 17.7% (U.S. average).

The Task Force hopes for improved higher education financing are buttressed by these developments.

1. improved awareness of real higher education dollar needs by the State Executive and the General Assembly,
2. a greater sense of community by all institutions of higher education, public and private, two-year and four-year and
3. improved public attitudes (our comprehensive survey of public attitudes indicates a significant up-turn in citizen confidence toward educational institutions generally and toward management particularly).

Public education in Ohio is financed through two fundamental income sources: instructional and general fees charged to students and subsidy provided by the State.

Recommendation #23: The General Assembly should continue to use the enrollment-based formula for allocating biennial appropriations to public colleges and universities.

Formula budgeting based on student preference is the approach used for financing higher education in most states. It tends to ensure the most equitable, objective means of allocating state resources; provides the most reasonable, understandable basis for defining institutional needs and building recommendations for legislative consideration and represents a compromise between rigid line item budgeting controls on one hand and complete institutional autonomy on the other.

One serious drawback in the formula approach is the absence of qualitative measures and the potential leveling effect of the formula on the quality of education offered. Institutions must be given the necessary resources to permit excellence in the delivery of instructional, research and public service programs and services. This should be an important public policy objective for the State of Ohio.

Other inflexibilities in the current subsidy model which should be corrected are its inability to accommodate enrollment declines and its lack of recognition of reciprocal tuition agreements with other states. Good institutional planning should be reinforced by granting lead time for budget adjustments and recognizing the fixed costs of universities. Reciprocal tuition agreements should be sought with Pennsylvania, Michigan and Kentucky on the basis of Standard Metropolitan Statistical Areas.

We believe the General Assembly and the Board of Regents should carefully consider modifying the subsidy formula in order to reward quality, to accommodate downward enrollment shifts and to facilitate reciprocity.

Recommendation #24: The enrollment-based subsidy model should reflect actual cost data for personnel, instructional programs, general operations and costs due to inflation through the development of a cost-indexing system by the Board of Regents.

Institutional expenditure categories based on average cost for each major program area have a history of significant per student underfunding. Essentially, the problem stems from inflationary factors which far exceed the national consumer price index and skepticism by the General Assembly.

We believe the Board of Regents should develop a visible, rational, systematic cost-indexing system which highlights institutional costs. The cost-indexing system should provide the basis for Regents' recommendations to the General Assembly independent of other forces, institutional and governmental.

Additionally, there needs to be a more clear-cut, definitive treatment of high-cost and low-cost instructional programs. We strongly urge the discontinuation of the funding category baccalaureate professional. This cost label has provoked endless campus debate on what is professional and what is not. As previously indicated, we believe subsidy should be provided for selected noncredit continuing education courses. We also believe that library enrichment should be given expanded treatment and that clinically and field-related teacher training programs should be funded at higher than current levels.

Recommendation #25: The General Assembly should appropriate funds to the Board of Regents to be used to meet specific public policy objectives approved by the Legislature.

Equitable funding has been a strength of the Ohio model: all instructional programs are funded on the same basis depending on level of study. Significant departures from this approach would result in confusion and uneven funding patterns.

At the same time the model impedes effective coordination of state resources. It limits the ability of the Board of Regents and the General Assembly to direct funds to special public policy areas. The model is devoid of policy objectives except equitable base support for all institutions.

We believe that these funds should be used to accomplish Regents-recommended instructional, public service and research objectives. Among the policy objectives we see in need of attention are:

1. to improve access and retention through expanded developmental education programs,
2. to enhance lifelong learning through expanded external learning programs and
3. to add special dimensions of excellence through broadened participation in the Ohio College Library Center, redesign of competency-based teacher education programs, and research applied to urban related problems: reading, mass transit, health care delivery, low-cost housing and public safety.

Recommendation #26: The General Assembly should appropriate funds to the Board of Regents to provide nonrepeatable seed grants for special innovative projects.

While Ohio's total system of higher education, public and private, commands attention and respect in terms of overall general quality, it has not been recognized as a leader in educational innovation.

The State of Ohio needs to buttress imaginative efforts of those institutions, public and private, which demonstrate a determined and creative willingness to function as agents of change and renewal.

Inherently, there exists a danger of compromising quality and fundamentals at the risk of blindly pursuing that which is relevant. We believe

potential risks should not deter exploration of optional learning ventures which may uncover valuable information about the learning process.

We agree with the Carnegie Commission on Higher Education as well as the Cleveland Commission on Higher Education that up to 1% of the biennial appropriations for higher education be set aside in an innovative fund. We believe this fund should be administered by the Board of Regents with funds going to institutions, public and private, on the strength of the proposals submitted. We also encourage institutions to set aside a portion of funds in their annual operating budgets for program innovation.

Contracts
For
Services

Recommendation #27: In awarding contracts for services, the Board of Regents should consider the following funding criteria:

1. the extent to which the proposed contract promotes cooperative programming and the sharing of resources between and among all accredited postsecondary institutions through voluntary regional consortia,
2. the extent to which a specified public need is not being met, including access and retention,
3. the extent to which the proposed contract will promote the coordination of state resources through the Board of Regents and
4. the extent to which the proposed contract is unique either in administrative or instructional services.

The current Biennial Appropriations Act provides \$1 million for contracts for services "to provide courses of study, including graduate programs, not otherwise available to students at state-assisted institutions". The General Assembly also directed the Task Force to develop a "plan for contracting for the services of private colleges".

We firmly believe that the contracts for services approach is a reasonable one in strengthening the

total range of higher learning programs and services to the citizens of Ohio. It promotes a more integrated system of higher education involving all segments. We urge the Board of Regents to build a strong case for continuing and expanding the contract approach based on a systematic evaluation of the funds awarded in the new program.

Contractual agreements have become a major mechanism in many states for the expansion of inter-institutional cooperation within a state system of postsecondary education. While contracts are usually awarded to private institutions, they can be awarded to public institutions. In general, contractual procedures permit courses and services offered by one institution to be offered on the campus of another, particularly when a specified service cannot be met through the public sector. Further, contracts permit utilizing the strengths of one institution, avoid duplication of effort and enhance student access.

Instructional
Fees

Recommendation #28: The General Assembly should establish a bi-level instructional fee for undergraduate study. The freeze on the present level of undergraduate instructional fees should be continued for lower division instruction. The freeze on instructional fees for upper division instruction should be lifted.

The Task Force believes the cost of attending public colleges and universities should be kept at the lowest reasonable price, particularly for lower division baccalaureate students. Concurrently, we believe upper division students should expect to pay a slightly higher fee level in recognition of inflationary trends and the variance in instructional costs for upper division courses.

The thrust of the bi-level instructional fee policy recommendation is directed toward access and equity.

It is a well-documented fact that instructional costs vary significantly by instructional level, increasing as the student moves up the academic

ladder. Yet undergraduate tuition charges are uniform and thus are somewhat deceptive.

Currently lower division students pay 53.3% of the cost of instruction while upper division students pay 34.9%.

While differentiated tuition levels are already in effect for graduate and professional study, modest pricing revisions should be considered at the doctoral level.

Bi-level undergraduate tuition has been endorsed nationally by the Carnegie Commission on Higher Education and other national study groups. Currently a number of states are studying or have implemented 'stair-step' tuition policies.

General Fees

Recommendation #29: The General Assembly should lift the freeze on the \$50 per quarter general service fee and permit variations in the general fee among institutions on the basis of well-documented dollar needs. The action proposed is conditional upon clarification by the General Assembly of the intended use of the general fee by the institutions. Institutions should be held accountable for expending an amount for general fee purposes which is not less than the proceeds from such charges to students.

We believe a continuation of the general fee freeze is unrealistic, especially for the residential universities, where the total living-learning needs of students must be met.

Since the establishment of the freeze in 1969, the noninstructional, direct student service related expenditures have increased dramatically. The impact of escalating costs due to inflation and changing student needs has placed a particular hardship on the residential university.

As a Task Force we look with alarm on transferring any additional costs to the student. At the same time, we believe each institution should be given the opportunity to assess its

own student needs and to recommend a general service fee-level on the basis of what its student market is willing to pay.

Assuming the purpose of the general fee is to provide necessary and well-established student services, we find sufficient cause to suggest that each institution should allocate funds generated by the general fee through direct student participation in the recommendation process.

Recommendation #30: The General Assembly should establish a Regents' merit scholarship program graduated according to need.

Ohio's commitment to providing grants to needy students should in no way inhibit the state's recognition of scholarship. Independent of the OIG program with funds provided by the General Assembly, the Board of Regents should contract with an appropriate agency such as the American Council on Testing (ACT) to administer a "Regents' Scholarship Program". Although states use numerous approaches in the funding of merit scholarship programs, we believe the Ohio program should be based on ACT scores required by practically all Ohio institutions with geographic distribution by county population and financial need. The program should involve a minimum grant based on merit and expanded to a maximum grant based on need, in accord with a funding level proposed by the Board of Regents.

Capital Improvements

Recommendation #31: The Capital Funding program for higher education in Ohio should be based upon the following considerations:

1. that the Board of Regents establish a continuing planning process for capital improvements based on changing needs and enrollment trends,
2. that building repair and renovation needs be met first in keeping with institutional history and character and
3. that every effort be made to reduce the costs of construction through improved and streamlined mechanisms for the approval of capital projects.

In the span of ten years, the State's commitment to capital funding projects through the sale of revenue bonds has resulted in a total expenditure of \$763 million for some 23 million gross square feet of space.

The capital improvements process is lengthy and complex --- 54 steps from the beginning of a project to its completion, involving many agencies of government. The cycle of construction of a building of average size and complexity will normally amount to at least four years from the time need is stated to occupancy.

In analyzing the capital improvements program, we note that:

1. The period of vast expansion of space is coming to an end at the public institutions.
2. Enrollments are leveling with no major increases expected in the foreseeable future.
3. The system of public education in Ohio is reaching completion with no need for any new two or four-year institutions.

Further analysis reveals a number of needs, concerns and conclusions:

1. At two-year institutions, particularly branch campuses, there must be assurance of adequate facilities for the various technologies.
2. There is clear-cut need for the State to expand its program of building rehabilitation so that existing buildings which are sound structurally but in need of considerable renovation can be brought up to an adequate level of effectiveness.
3. The Board of Regents has long been troubled by a lack of uniform process among institutions in determining need for capital improvement funds.
4. While the Board of Regents has moved toward the establishment of criteria for various types

of space, the criteria used does not take into full consideration space usage after regular classroom instructional hours.

5. Despite planning, there is a tendency by institutions to work outside established procedures directly with the General Assembly to gain support for favored projects.

Numerous study groups and private consulting firms have been employed by our state to conduct studies on effective management of resources by state-assisted colleges and universities.

In December 1971, the General Assembly by law directed the Board of Regents to develop a Management Improvement Program. The program was to improve management practices at all state institutions of higher education. In the two years since the program was initiated, study groups have assessed the management practices at state colleges and universities and have prepared manuals in the following five areas: planning and program budgeting, personnel management, computer services, schedule building and student registration, financial management, and auxiliary services management.

While we reject uniformity, we view the MIP effort as one of establishing reasonable and attainable guidelines. We therefore encourage all state-assisted colleges and universities to implement as much as possible program budgeting processes and continue progress in sharing computer resources.

We also suggest that the Board of Regents assert leadership to enhance program budgeting and planning by making every effort to give institutions as much lead time as possible in indicating the minimum subsidy support floor to be received.

CONCLUDING THOUGHTS

In submitting the report of the Citizens' Task Force on Higher Education, we recognize that no job, however well done, is complete. Something else succeeds it. This is our hope.

Higher education, or to use the bureaucratically endowed term of postsecondary education, is historically in an enviable position.

This is a period of significant societal change, turmoil, uncertainty --- a time for new and worthy ideas to surface and challenge the status quo. It is a period of stabilized growth, zero population growth in Ohio and elsewhere. That means opportunities for good planning. It is also a time when learning, the fundamental, constant mission of higher education, takes on expanded meaning --- lifelong learning for all.

Like a sheet of music, paper plans are ineffectual unless performed. Our report is an incomplete score and now ready for study, modification and orchestration in the interest of public debate and discussion.

Our focus was directed on the requirements of the legislation creating the Task Force. As a result, the report does not treat all the many complex issues confronting higher education with the depth or thoughtfulness desired. It should be viewed as an agenda for a beginning.

Clearly, we did not propose any radical financing schemes, although some were considered. We should observe that the yet unresolved constitutional issues surrounding legal adulthood could in time have a profound impact on existing student aid programs and methods of finance. This is but one of many uncertainties affecting current financial planning.

We urge all public officials to weigh carefully and constructively the full implications of any proposal which could promote dramatic upheaval in established patterns of financing higher education.

At first some proposals look good when viewed in isolation, separate from our primary objectives of access and equity. The key finance issue is not exclusively who pays or who benefits --- the individual or society. The larger, more important issue from our perspective is: "what kind of society do we want"?

In short, we plead for a balanced approach to the financing of higher education with state government providing adequate base support for students and institutions. Concurrently, we urge continuing study of all finance-related issues.

Time did not permit a careful assessment of collective bargaining and its impact on state-wide planning, coordination and governance. Nor did we study the weighty, procedural-bound trappings of the various campus unrest provisions of the state law (H.B. 1219) which could, in the long run, seriously impair the integrity of our institutions and the citizens they serve; nor did we study the progress universities are making on affirmative action, so important to assuring the full use of the universities' human resources and to maintaining federal funds; nor did we involve ourselves in any aspect of medical or other professional education.

A subtle, but implicit, theme running through the report is the rejection of uniformity for the sake of uniformity. Good faith and mutual trust reached a low ebb in 1967 through the Regents-mandated common academic calendar for all public colleges and universities. We find no good reason why institutions cannot develop calendar arrangements in keeping with their instructional missions, providing access is not impaired.

Additionally, we did not focus on the mission of the State's predominantly black institution, Central State University, now a tornado-ravaged campus. Its future and its role are under consideration by a special Regents-appointed Task Force. A report from that Task Force will be released in the near future.

By design, we did not have a special chapter on state financing of private colleges and universities. We believe that private colleges and universities must be viewed as an integral part of the total educational resources of the State. Therefore, recommendations which relate to the private sector are included throughout the report. We also recognize that state funds going to private colleges and universities are subject to the laws and audit procedures which control the use of funds for public institutions.

We hope the report will be viewed as a responsible, constructive public policy document compiled during a special transitional period in the history of higher education in Ohio, and written by 31 citizens of diverse interests through careful study, discussion, debate and inevitably, compromise.

We further hope that institutions, the Board of Regents, the General Assembly and the State Executive will give the report maximum thought and consideration. We sense a special need for all institutions --- public and private, two-year and four-year --- to pull together in recognition of those all-important policy issues where there exists a commonality of interests. A greater sense of community needs to underscore all of higher education in Ohio with a special kind of responsible, advocatory, catalytic leadership displayed by the Board of Regents.

APPENDIX A. LEGISLATIVE CHARGE

As contained in the Amended Substitute House Bill #86 in the 110th Session of the General Assembly, the purpose of the Citizens' Task Force on Higher Education is as follows:

A Task Force on Higher Education shall be appointed by the Ohio Board of Regents. Not less than one-quarter of the Task Force Membership shall be members of the General Assembly divided equally between the House and Senate. One-half of the members appointed from each house shall be members of the majority party. The Task Force shall be assisted by a paid staff and may in addition employ consultants as required. It shall work closely with the Ohio Board of Regents and its staff but be an independent body which will submit its reports to the Board of Regents and to the General Assembly. These reports will be on topics including, but not limited to, the following:

- Relations between the public and the private sector, including development of a plan for contracting for the services of private colleges during 1975.

- Relations between the four-year and the two-year institutions, and needed future developments.

- Present and future enrollment in post-secondary education related to the state's and the nation's manpower needs.

- Role of the Board of Regents with respect to both the public and the private sectors.

APPENDIX B. RECOMMENDATIONS

Recommendation #1: Given the present population projections, the General Assembly should not establish any additional permanent two or four-year undergraduate campuses or expand existing two-year institutions into four-year institutions.

Recommendation #2: The Ohio Instructional Grants Program must be designed to insure first, participation by students from low-income families. The maximum grant awards for full-time students must be equal to the cost of instructional and general fees at public institutions and \$2000 for full-time students attending private institutions.

Recommendation #3: The Ohio Instructional Grants Program adjusted family-income ceiling should be set within \$15,000. Students at proprietary institutions accredited by an agency recognized by the U.S. Office of Education should be eligible for Instructional Grants according to a formula developed by the Board of Regents. The Board of Regents should seek additional funds to extend coverage in the OIG Program to include part-time and graduate students.

Recommendation #4: The General Assembly should continue and increase the funding of developmental education at state-assisted colleges and universities based on institutional commitment and student need.

Recommendation #5: The General Assembly should provide funds for a grant to accompany every Ohio Instructional Grant student attending a private college or university. Grants should be in the amount of \$400 per OIG student with a family income of \$7999 or less, and \$200 per OIG student with a family income above \$7999.

Recommendation #6: The General Assembly should initiate a joint study by the Ohio Student Loan Commission and the Legislative Service Commission on providing increased availability of loans for students. This study should include as one alternative a loan program that features repayment based on future income.

Recommendation #7: The Board of Regents should experiment with several academic, financial and career information and counseling centers in geographic regions of the state. When necessary, contract for service arrangements with appropriate educationally-related institutions could be used.

Recommendation #8: The Board of Regents should explore the development of a common form for admissions, housing and financial aid.

Recommendation #9: The Board of Regents should promote implementation of the June 1973 "Guidelines on Articulation Between Public Two-Year Campuses and Public Universities".

Recommendation #10: The Board of Regents should provide institutions with incentives to make classes available to citizens through the adoption of flexible schedules which permit classes to be offered beyond regular classroom hours---evenings, weekends and summers.

Recommendation #11: The General Assembly should provide subsidy to public colleges and universities for occupationally and professionally related noncredit courses. The General Assembly should also provide subsidy for off-campus post baccalaureate in-service training programs.

Recommendation #12: The Board of Regents should seek funds to permit the development and expansion of external learning programs through existing public and private, two-year and four-year institutions and their faculties.

Recommendation #13: The Board of Regents should continue as a coordinating and planning agency with its powers essentially unchanged but more fully utilized. The present system of an individual board of trustees for each institution should continue.

Recommendation #14: The Governor should exercise special care in the appointment of citizens to the Board of Regents and to boards of trustees. He should choose persons of merit and trust with interest in and sensitivity for the problems and needs of postsecondary education. Their backgrounds and capabilities should be sufficiently diverse and their time commitments to the task large enough to warrant public credibility.

Recommendation #15: The present length of appointments to the Board of Regents and to boards of trustees at public colleges and universities should continue. Appointees who are habitually absent from trustee functions should be asked to resign.

Recommendation #16: Boards of trustees should initiate formal, systematic, periodic reviews of presidents and their administrations through the use of broadly representative review structures which include membership by trustees, students,

faculty, staff and alumni. Trustees should also recognize their responsibilities to review the quality and effectiveness of all programs and services offered by their institutions and to see that sound policies for recruiting, hiring, promoting and tenuring faculty members are developed, properly administered and periodically reviewed.

Recommendation #17: The Board of Regents should concentrate on achieving an accessible, orderly, effective and excellent system of postsecondary education for the citizens of Ohio. To accomplish this objective the Board of Regents should:

1. develop a structure for the planning of postsecondary education in Ohio which involves all segments: public and private, two-year and four-year and accredited proprietary institutions ,
2. supplement the master plan approach with a process of continuous planning based on public policy objectives ,
3. require any institution receiving state funds to submit long-range instructional capital plans and to update them annually ,
4. require any institution receiving state funds to be a full partner in the Regents' Basic Data Series ,
5. divide the state into appropriate regions for planning ,
6. foster the development of voluntary, broadly representative, regional planning consortia within each planning region of the state ,
7. review instructional program offerings, particularly at the graduate level, and exercise the power of program assessment when appropriate and necessary ,
8. develop a systematic planning process for graduate education in Ohio with appropriate criteria for judging the desirability of existing programs as well as proposed new programs ,
9. evaluate instructional programs and services by two-year institutions, university branch campuses and accredited proprietary institutions within each planning region and
10. create a unified, adequately-funded planning structure within the Board of Regents which brings together a relatively small, highly competent staff of academic planning specialists.

Recommendation #18: The Chancellor should develop policy-focused, problem-oriented, broadly representative committees.

Recommendation #19: The Legislature should re-examine its procedures for considering higher education issues. Deliberation on most issues through an Education as well as a Finance Committee in both the Senate and the House will contribute to effective planning and wise decision-making.

Recommendation #20: The Board of Regents should give priority attention to those geographic regions where unwarranted program duplication and unnecessary institutional competition exist. Recognizing a concern with program proliferation, the Board of Regents should encourage two-year campuses to delete course offerings with low enrollment as new programs are added. The Board of Regents in cooperation with institutions, should assume leadership in developing an approach for program deletion.

Recommendation #21: To correct the uneven development of services at two-year campuses, the Board of Regents should begin a comprehensive study that includes the following dimensions:

1. identification of regions in the state where access to the first two years of college (general studies) is not available,
2. identification of regions in the state where access to technical education is not available and
3. identification of the number of students needed at a campus or within a given region to provide an appropriate base for a quality technical education program, transfer program, and community service program.

Recommendation #22: State funding for all of higher education should be substantially increased.

Recommendation #23: The General Assembly should continue to use the enrollment-based formula for allocating biennial appropriations to public colleges and universities.

Recommendation #24: The enrollment-based subsidy model should reflect actual cost data for personnel, instructional programs, general operations and costs due to inflation through the development of a cost-indexing system by the Board of Regents.

Recommendation #25: The General Assembly should appropriate funds to the Board of Regents to be used to meet specific public policy objectives approved by the Legislature.

Recommendation #26: The General Assembly should appropriate funds to the Board of Regents to provide nonrepeatable seed grants for special innovative projects.

Recommendation #27: In awarding contracts for services, the Board of Regents should consider the following funding criteria:

1. the extent to which the proposed contract promotes co-operative programming and the sharing of resources between and among all accredited postsecondary institutions through voluntary regional consortia,
2. the extent to which a specified public need is not being met, including access and retention,
3. the extent to which the proposed contract will promote the coordination of state resources through the Board of Regents and
4. the extent to which the proposed contract is unique either in administrative or instructional services.

Recommendation #28: The General Assembly should establish a bi-level instructional fee for undergraduate study. The freeze on the present level of undergraduate instructional fees should be continued for lower division instruction. The freeze on instructional fees for upper division instruction should be lifted.

Recommendation #29: The General Assembly should lift the freeze on the \$50 per quarter general service fee and permit variations in the general fee among institutions on the basis of well-documented dollar needs. The action proposed is conditional upon clarification by the General Assembly of the intended use of the general fee by the institutions. Institutions should be held accountable for expending an amount for general fee purposes which is not less than the proceeds from such charges to students.

Recommendation #30: The General Assembly should establish a Regents' merit scholarship program graduated according to need.

Recommendation #31: The Capital Funding program for higher education in Ohio should be based upon the following considerations:

1. that the Board of Regents establish a continuing planning process for capital improvements based on changing needs and enrollment trends,
2. that building repair and renovation needs be met first in keeping with institutional history and character and
3. that every effort be made to reduce the costs of construction through improved and streamlined mechanisms for the approval of capital projects.

APPENDIX C. TASK FORCE COMMITTEES

STEERING

Samuel G. Sava, Chairman
Hugh Calkins, Vice Chairman
Joseph W. Frankenfield
Jane R. Tresville
John W. Kessler
Mary Jane McDonald
Howard D. Sirak
Edith W. Johnson
Richard A. Edwards (ex officio)

FINANCE

Max H. Dennis
Harold L. Enarson
M. Morris Jackson
John W. Kessler*
Mary Jane McDonald*
Donald J. Pease
Sheldon D. Schecter
Louis A. Toepfer
Thomas E. Wenzlau

GOVERNANCE

Fanny C. Ham
Thomas P. Hanrahan
Edith W. Johnson*
John J. Light
Norman A. Murdock
Oliver F. Ocasek
Dean W. Simeral
Howard D. Sirak*
Sam Speck
Joseph B. Tucker

MISSIONS

Gerald O. Allen
Warren G. Bennis
Margaret I. Emerson
Joseph W. Frankenfield*
Donna J. Luther
Edwin L. Parms
Myrl H. Shoemaker
Jane R. Tresville*
Clara E. Weisenborn
Michael A. Moore

* indicates committee co-chairpersons

APPENDIX D. MEMBER AND STAFF BIOGRAPHIES

MEMBER BIOGRAPHIES:

GERALD ALLEN is currently president of the Cleveland Institute of Electronics. He has both a B.S. and a J.D. degree from The Ohio State University. He is a trustee and former president of the National Home Study Council. He is active in the Interim Council on Vocational Education of the National Commission on Accrediting; the Advisory Committee for the Evaluation of Training in Vocational Schools, U.S. Office of Education and the Ohio Board of School and College Registration.

WARREN BENNIS is president of the University of Cincinnati. Previously, he was academic vice-president of the State University of New York at Buffalo, and chairman of the Organizational Studies Group at the Sloan School of Management, Massachusetts Institute of Technology. He received his bachelor's degree in business from Antioch College and his Ph.D. from Massachusetts Institute of Technology.

HUGH CALKINS received both his B.A. and law degree from Harvard University and now serves on the Controlling Board of that university. He is president of the Cleveland Commission on Higher Education, and is a partner in the Cleveland law firm of Jones, Day, Cockley and Reavis.

Representing the 10th Senatorial District, MAX DENNIS has been a member of the State Senate since 1963. Preceding that, he was a member of the House of Representatives from 1955 to 1963. He has an L.L.B. from Washington and Lee University, and serves as chair of the Senate Finance Committee.

MARGARET EMERSON is a Phi Beta Kappa graduate of William and Mary College. She is a former high school teacher, and past assistant director of the Office of Economic Opportunity in Toledo. She is currently a consultant for Facilitators for Group Effectiveness.

President of The Ohio State University, HAROLD ENARSON has an extensive background in higher education and government. His degrees are from the University of New Mexico, B.A.; Stanford University, M.A. and The American University, Ph.D. He formerly served as president of Cleveland State University.

FATHER JOSEPH FRANKENFIELD is a graduate of St. Mary's Seminary in Cincinnati. He has been associate pastor of St.

Peter's Parish in Mansfield and currently is associate pastor of Christ the King Parish in Toledo.

FINNY HAM was appointed to the Cuyahoga Community College Board of Trustees in January 1962 and was active on the scholarship committee. In 1971, she was chairman of the Board. She was instrumental in the drive for enabling legislation for technical schools and community colleges. She is a Phi Beta Kappa graduate of Smith College and did graduate work in government at Columbia University.

THOMAS HANRAHAN is an Army veteran and currently a student majoring in business administration at the University of Cincinnati. His university activities include president of the University Center Board and trustee of the Nominating Council. He is treasurer of the Board of Trustees of the Greater Cincinnati High School Safety League.

MORRIS JACKSON has represented the 21st District in the Ohio Senate since 1967. He is a former councilman in Cleveland, and is public relations manager for Fisher-Fazio-Costa. He attended Cleveland College, and is a member of the Citizens' League of Cleveland, National Association for the Advancement of Colored People and the Board of Trustees of University Circle, Inc.

Since January 1973, EDITH JOHNSON has been associate dean of students for Student Services at Central State University. Previously, she served as director of Student Financial Aid. She has a bachelor's degree in business administration from Central State and a Master of Education degree in guidance from Tuskegee Institute in Alabama. She serves on the Executive Council of the College Entrance Examination Board, Midwestern Region, and formerly served on the Region V. Student Financial Aid Review Panel of the Department of Health, Education and Welfare.

JOHN KESSLER is president of The John W. Kessler Company, a real estate, financing, investing and consulting firm. He graduated from The Ohio State University with a degree in business administration.

JOHN LIGHT is president of Hocking Technical College in Nelsonville. His bachelor's and master's degrees are from Kent State University, and his Doctor of Philosophy degree was awarded by The Ohio State University. He is co-founder and past president of the Ohio Organization of Technical Colleges.

DONNA LUTHER will graduate from the University of Toledo College of Law this June. She graduated cum laude from the University of Toledo with a B.A. degree in 1971. She served as vice-president of the Student Bar Association in 1972, and has served as a member and treasurer of the Governor's Student Advisory Board.

MARY JANE McDONALD is a Phi Beta Kappa graduate of Denison University with a B.A. degree. She has been a public school teacher, and is currently a member of the Board of Trustees of Denison University.

MICHAEL MOORE received his B.A. degree from the College of Wooster and his M.A. and Ph.D. degrees from Case Western Reserve University. A Woodrow Wilson Fellow, he began his teaching career at Hillsdale College in Michigan, and since 1965, has been a professor of history at Bowling Green State University. He has served as secretary, vice president and president of the Bowling Green Chapter of the American Association of University Presidents, and currently is chair of the Ohio Faculty Senate.

A member of the House of Representatives since 1967, NORMAN MURDOCK represents the 21st District and is Assistant Minority Leader. He is an attorney and public accountant, graduating from Xavier University and the University of Cincinnati College of Law. He was selected as one of the Legislature's "Outstanding Freshman" in 1967.

OLIVER OCASEK has been a State Senator representing the 27th District since 1958. He has a B.A. degree from Kent State University and a master's from Western Reserve University. He is also an associate professor of education at the University of Akron.

EDWIN PARMS is an Akron attorney in the firm of Parms, Purnell and Williams, and special counsel to the University of Akron. He has a B.A. in education and a law degree from the University of Akron. He is an author of the "Akron Plan", which encourages the participation of black persons in the construction industry.

DONALD PEASE is a member of the Ohio House of Representatives from the 54th District. Previously, he was State Senator in 1965-66, and an Oberlin city councilman from 1962-65. He is a graduate of Ohio University, receiving a B.A. in journalism and an M.A. in government, and was awarded a Fullbright Scholarship. He is editor of the Oberlin News Tribune.

SAMUEL SAVA received his Ph.D. from The American University in Washington. Since 1967, he has been executive director of the Institute for Development of Educational Activities, Inc. (IDEA), an affiliate of the Kettering Foundation in Dayton. Previously, he served as director of the Division of Higher Education Research and the Division of Elementary and Secondary Education Research in the U.S. Office of Education, and also as deputy director of the Division of Educational Personnel Training.

A native of Cleveland, SHELDON SCHECTER received a B.A. from Western Reserve University and a J.D. degree from Western Reserve Law School, and has practiced law in Cleveland since 1953. He has been active in politics and is listed in Who's Who in American Politics.

MYRL SHOEMAKER is a member of the House of Representatives representing the 88th District. He has been a member of the Legislature for seven terms and is currently serving as chairman of the House Finance Committee. He has been clerk-treasurer and member of his local school board for 22 years. He is affiliated with Twin Construction Company of Chillicothe.

DEAN SIMERAL is director of State Activities, Public Affairs Department of the Ohio Farm Bureau Federation. He served on the Reynoldsburg Board of Education and is active on many agricultural and education boards and committees. He is past chairman of the State Advisory Council for Vocational Education, and is a graduate of Bowling Green State University.

HOWARD SIRAK received his bachelor's degree at the University of Pennsylvania, and both his medical degree and Master of Medical Science from The Ohio State University. He was formerly professor of surgery at The Ohio State University where he organized an open heart surgical team which perfected a mechanical heart-lung device. Currently, he is in private surgical practice and is a trustee of The Ohio State University.

Since 1971, SAM SPECK has been Representative for the 95th District in the Ohio General Assembly. He is also an associate professor of political science at Muskingum College and former chair of that department. He received his undergraduate degree from Muskingum College, and both M.A. and Ph.D. degrees in political science from Harvard University.

LOUIS TOEPFER, president of Case Western Reserve University, is a magna cum laude graduate of Beloit College. He received his law degree from Harvard Law School and served on the Harvard Law faculty, and as vice-dean.

JANE TRESVILLE is currently director of the Career Opportunities Project at Cuyahoga Community College, and has served as director of the college's Day Care Center Consultant Services. Prior to that time, she worked in the Pittsburgh Public School System as a teacher, a school-community agent and a coordinator of school-community agents. She received a B.A. degree from Pennsylvania State University, and is currently enrolled in a master's program in education at Cleveland State University.

JOSEPH TUCKER is a Phi Beta Kappa graduate of Ohio Wesleyan University. He received his M.A. and Ph.D. degrees from the University of Illinois where he was a University Fellow and a Babcock Fellow. He is currently chair of the government department at Ohio University. He has served as a staff member for the Ohio Board of Regents, working on the management improvement study of public higher education.

CLARA WEISENBORN is a member of the Ohio Senate representing the 5th District. She has been garden editor for the Dayton Journal Herald for 28 years. She attended Montgomery County Business College, and is vice-president of the Imperial Bank of Vandalia and a trustee of The Children's Medical Center.

THOMAS WENZLAU graduated Phi Beta Kappa from Ohio Wesleyan University with a B.A. degree. He was a University Fellow at the University of Illinois where he earned both M.A. and Ph.D. degrees. His teaching and administrative experiences include positions at Wesleyan University, Kenyon College and Lawrence University. He now serves as president of Ohio Wesleyan University.

STAFF BIOGRAPHIES:

Task Force Director, RICHARD EDWARDS, is on leave as executive assistant to President Hollis A. Moore of Bowling Green State University. His degrees in journalism and political science are from Kent State University. Formerly, he served as senior staff member of the National Science Foundation, assistant to President Robert I. White of Kent State University and legislative aide to Ohio Congressman Charles A. Mosher.

LYNNE ROSS, editorial analyst, has a B.A. degree in French from Jackson College, Tufts University, in Medford, Massachusetts, and an M.A. degree in education from Tufts University. She wrote for a newspaper in Wilton, Connecticut, and formerly taught high school in Potomac, Maryland.

ANNE SAUNIER, research assistant, earned her B.A. degree in speech from Muskingum College in New Concord, and her M.A. degree in education from The Ohio State University. She has worked at The Ohio State University as a residence hall advisor, an academic advisor and as assistant to the director of the Division of Dental Hygiene.

APPENDIX E. HEARINGS OF THE CITIZENS' TASK FORCE ON HIGHER EDUCATION

<u>Subject</u>	<u>Site</u>	<u>Date</u>
State-Assisted Technical Colleges	Owens Technical College, Perrysburg	October 18, 1973
State-Assisted Urban Universities	Youngstown State University, Youngstown	November 30, 1973
Private Colleges and Universities; Student Financial Aid	Ohio Wesleyan University, Delaware	December 10, 1973
State-Assisted Community Colleges	Cuyahoga Community College, Cleveland	January 18, 1974
Inter-University Council; State Appropriations for Higher Education	Fawcett Center for Tomorrow, Columbus	January 25, 1974
University Branches	Mansfield Regional Campus, The Ohio State University, Mansfield	February 1, 1974

<u>Subject</u>	<u>Site</u>	<u>Date</u>
Comprehensive Research Universities, Public and Private	Marriott Inn, Columbus	February 21, 1974
State-Assisted Residential Universities; Adult and Continuing Education	Ohio University, Athens	March 1, 1974
Open Public Hearings	Fawcett Center for Tomorrow, Columbus	March 8, 1974
Trustees, State-Assisted Universities; Board of Regents	Sheraton Motor Inn, Columbus	March 14, 1974
Trustees, State-Assisted Two-Year Colleges	Sheraton Motor Inn, Columbus	April 18, 1974

The Citizens' Task Force on Higher Education has received over 200 written pieces of testimony. We are deeply grateful for the time and effort spent by concerned citizens and educators.

APPENDIX F. TASK FORCE CONSULTANTS

Robert O. Berdahl
Professor of Higher Education
The State University of New York, Buffalo

Philip M. Burgess
The Academy for Contemporary Problems
Mershon Professor of Policy Science
Professor of Political Science
The Ohio State University, Columbus

W. L. Hansen
Professor of Economics
The University of Wisconsin, Madison

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The Brookings Institution, Washington, D.C.

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Kris Tapié
Design Services
Cleveland

Robert I. White
Distinguished Professor of Educational
Administration
Kent State University, Kent

Although not serving in a formal consultative relationship with the Task Force, the following individuals were particularly helpful to the Task Force staff:

Gary Andeen
Executive Secretary
The Ohio College Association, Columbus

Jack Burns
Executive Director
The Cleveland Commission on Higher
Education, Cleveland

Thomas Colaner
Regional Representative
The American College Testing Program, Bowling Green

Frank J. Duddy
President
Association of Independent Colleges and
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Patricia Gangwer
Administrative Assistant to the President
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John D. Millett
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Washington, D.C.

Renee Peterson
Formerly, Higher Education Examiner
The Office of Budget and Management
State of Ohio, Columbus

APPENDIX G. SPECIAL STUDIES FOR THE CITIZENS' TASK FORCE
ON HIGHER EDUCATION

<u>Title</u>	<u>Author</u>
The Master Plan in Historical Perspective	William B. Coulter, OBR Staff
Loan Financing of Higher Education	Donald Curran, Richard Raymond and Michael Sesnowitz
Citizen Views of Post-Secondary Education	Cari Dawson
Ohio's Two-Year Campuses -- An Overview	Max J. Lerner, OBR Staff
A Six Year Financial Study & Analysis of Four Year Colleges and Universities in Ohio 1967-68 through 1972-73	Ronald G. Lykins, OBR Staff
Enrollment and Faculty Trends for Four Year Colleges & Universities in Ohio 1967-68 through 1972-73	Ronald G. Lykins, OBR Staff
Trend Study of Faculty Compensation for Four Year Colleges and Universities in Ohio, 1967-68 through 1972-73	Ronald G. Lykins, OBR Staff
Trend Study of Tuition & Fees/Room & Board for Four Year Colleges and Universities in Ohio 1967-68 through 1972-73	Ronald G. Lykins, OBR Staff
Comparing Ohio's Higher Education Fundings With Other States	Lawrence J. O'Brien, OBR Staff
Enrollments in Public and Private Institutions - A Comparison by States	Lawrence J. O'Brien, OBR Staff

<u>Title</u>	<u>Author</u>
Trends in the Rate of Growth of State Support for Different Types of Institutions	Lawrence J. O'Brien, OBR Staff
Graduate/Undergraduate Enrollments and Degrees	Lawrence J. O'Brien, OBR Staff
A Look at the Financing of Higher Education by the State of Ohio, 1968-72	Lawrence J. O'Brien, OBR Staff
Student Financial Aid in Ohio	Charles W. Seward, III, OBR Staff
College Enrollment - A Quick Look at Ohio and Ohio Students	Gerald L. Shawhan, OBR Staff
Family Income and College Attendance	Gerald L. Shawhan, OBR Staff
High School Graduates and their Enrollment in College -- A Comparison by States	Gerald L. Shawhan, OBR Staff
Postsecondary Educational Opportunities for Adults in Ohio's Public Colleges and Universities	Douglas H. Smith, OBR Staff
Working Paper on Governance of Two-Year Public Colleges	David Stevenson
The Structure and Operation of the Ohio Board of Regents	Joseph B. Tucker
The University Branches of Ohio: Some Basic Data, Features, Issues and Place in the Ohio System	Robert I. White

APPENDIX H. OUTLINE OF ISSUES

I. MISSIONS

Basic Study AreasA. Goals and Objectives of State Policy in the 1970's

In consideration of the "Master Plan for Public Policy in Higher Education" published in 1971, (a) what factors (current and anticipated) will influence the direction of higher education in Ohio and (b) what goals and objectives should guide the development of state policies for higher education?

Special Study AreasB. Two-Year Institutions

1. What is the mission of university branches, community colleges and technical colleges?
2. To what extent are the missions of branches, community colleges and technical colleges similar or dissimilar?
3. To what extent and under what conditions should branches (resident credit centers), technical colleges and community colleges be permitted to offer upper division and graduate programs?

C. Continuing and Part-Time Education

To what extent (form) and through what mechanisms should the State foster lifelong learning through traditional and nontraditional degree and non-degree programs?

D. Student Services

To assist students in reaching their educational goals, what should the State do to improve the delivery of services in such areas as: (a) academic and career counseling, (b) developmental education and (c) interinstitutional admissions policies?

E. Manpower Projections

Is there a need for a uniform statewide data collection system on manpower needs in Ohio?

II. FINANCE

Basic Study Areas

A. Goals and Objectives

To what extent and through what mechanisms should the State's approach to the financing of higher education consider such factors as: (a) student access, choice and opportunity; (b) institutional diversity (and flexibility), excellence, independence, and accountability; (c) shared financial responsibility and (d) adequacy of financial support?

Special Study Areas

B. State Subsidy

What basic criteria should be met in the development and implementation of a state subsidy formula for higher education?

C. Tuition and Fees

Is there a preferred ratio between tuition and state subsidy?

D. Contracts for Services

What criteria should be used in determining contracts for services between the State and private colleges and universities?

E. Student Aid

1. What goal(s) should guide the future development of the Ohio Instructional Grants Program?
2. Should the Ohio Student Loan Program be modified?

F. Capital Funding

1. What crucial factors should determine the scope and direction of State appropriations for capital projects?
2. Should the Ohio Educational Facilities Commission program be modified?

III. GOVERNANCE

Basic Study AreasA. Goals and Objectives

In concert with the goals and objectives for higher education in Ohio, what degree of coordination and flexibility is desired to insure effective resource utilization and planning on a state, regional and local basis?

Special Study AreasB. Board of Regents

1. To what extent and through what mechanisms should the Board of Regents be responsible for budget development; program planning, coordination and review; capital planning and expenditures; data collection?
2. Should the responsibilities of the Board of Regents be expanded or contracted?
3. What should be the relationship between the Board of Regents and:
 - (a) presidents and trustees of public universities,
 - (b) presidents and trustees of private colleges and universities;
 - (c) presidents and trustees of technical colleges and community colleges;
 - (d) proprietary institutions;
 - (e) State Department of Education;
 - (f) higher education associations including the Inter-University Council, the Ohio College Association, the Association of Independent Colleges and Universities of Ohio;
 - (g) Governor, Office of Budget and Management, and other state agencies;
 - (h) Ohio General Assembly;
 - (i) advisory committees and
 - (j) 1202 Commissions (state planning council proposed by the Federal Government).
4. How should the Board of Regents incorporate manpower projections in the approval of new degree programs?

APPENDIX I. MINORITY REPORT---

OHIO INSTRUCTIONAL GRANTS PROGRAM

Task Force members Joseph W. Frankenfield, M. Morris Jackson, Edith W. Johnson, Edwin L. Parms and Jane R. Tresville dissent from the majority report as follows:

No state is great until its educational facilities are great and placed at the door of the poor as well as within reach of the wealthy.

No defense is cheaper to a community, state or nation than education. It is a stronger bulwark, more unfailing and vigilant than the most powerful armies or splendid navies, for it makes its recipients the boldest defenders of the right and the most uncompromising enemies of the wrong. Likewise, knowledge is the best antidote for vice and crime. The expenditures for education will lessen the demands for welfare and correction.

When you scatter the darkness of the mind by the light of knowledge, you make better citizens, better factory workers, better farmers, better merchants and mechanics, better doctors and lawyers, better associates cooperating in all circles. You make for a better life for all. You make the American dream of the good life a possibility.

The primary purpose of the Ohio Instructional Grants Program is to provide ACCESS to higher education for students who have traditionally been denied such access because of economic barriers. Raising the family income level of eligibility does not promote that objective, but simply provides additional funds to students from higher-income families (most of whom are already enrolled or motivated toward enrollment) while diverting funds away from students from low-income families for whom the program was originally intended. Moreover, such an action will encourage admissions and financial aid officers to slacken their efforts to recruit low-income students.

The reason for this effect is twofold. First, any honest admissions officer will admit that the average low-income student, white or black, must be vigorously recruited and dedicatedly counseled. Such is not the case for middle-income students who do not come from socio-economically deprived backgrounds and who are not nearly so likely to require remedial education and/or other special supportive services.

Secondly, financial aid officers also realize (a) that low-income students require more financial aid from the college's own financial aid funds to make up the difference between government aid programs and actual student needs than do middle-income students; and (b) that low-income students are apt to cost the college more to educate on a per capita basis than middle-income students because of the special needs which deprived persons possess. As a result, the college may figure it can educate four or five middle-class students for the same amount it costs to educate one deprived student; so, admissions counselors concentrate their efforts on recruiting middle-income youth.

This year's loss of 5940 low-income students in the Ohio Instructional Grants Program can largely be attributed to the fact that colleges have decided not to work so vigorously to recruit really disadvantaged students. If the maximum income eligibility is further raised, college admissions and financial aid officers will only be further encouraged to return to the pre-Ohio Instructional Grants days when private colleges were the exclusive preserves of middle and upper-income white youth.

To reiterate, the purpose of the Ohio Instructional Grants Program is to promote ACCESS to higher education for financially disadvantaged students; and, that goal has not yet been fully accomplished.

According to the National Commission on Financing of Post-Secondary Education, financial assistance has not yet been funded to a level that will assure access to higher education for all qualified low-income students. Extrapolating data from the Glenny Report, University of California at Berkeley, there are an additional 40,000 low-income students in Ohio who would be in higher education today if adequate funds were provided. Percentage-wise or in terms of whole numbers, the volume of middle-income families has increased in higher education in the past five years.

The so-called plight of the middle-income families in financing their children's education has not so much to do with ACCESS as it does with CHOICE. According to the two national need analysis systems (American College Testing and College Scholarship Service), the ability to the vast majority of middle-income families to pay for their children's education already assures ACCESS for them and when there is a need defined, adequate assistance is provided through the existing Federal Student Assistance Program and the State Guaranteed Loan Program.

The real issue here appears to be, "Should the Ohio Instructional Grants Program subsidize people's life styles or should it encourage those who have the resources to finance their children's education to do so; and assist those who are financially unable to meet the cost of their children's education?" If our primary goal is the latter, then all additional funds provided for this program should be channeled to students from low-income families until such time as we have accomplished the original objective of ACCESS. We are not precluding those middle-income families who have a large number of children. What we are saying is that the focus of this program was intended to favor the families with the greatest NEED to facilitate ACCESS, and this focus should not be dissipated.

A \$400 or a \$200 trailing grant for students attending private schools will, like raising the eligibility level, be a deterrent to our objective of providing ACCESS. Such an additional grant would cost the state as much as \$2.5 million and would divert money away from paying student fees which facilitate ACCESS and instead channel it to the institution for the purpose of providing services. However, services mean nothing if ACCESS is not achieved.

To achieve the goal of ACCESS for the truly disadvantaged, we must encourage private and public colleges and universities to facilitate the matriculation of such students by providing students with sufficient supplemental financial aid and by prodding the colleges and universities to continue their recruitment of low-income persons. The fact that there were 16 percent fewer low-income Ohio Instructional Grants recipients in 1973-74 than in 1972-73 emphasizes the challenge before us. If we fail to act responsibly, the Ohio Instructional Grants Program will no longer be directed toward aiding those students most in need of aid.

To summarize, it is most inappropriate at this time to dilute the goal of the Ohio Instructional Grants Program by raising the maximum allowable income and by adding on a \$200 grant for middle-income students for expenditures on unspecified services. At a time when federal funding has been shifted to favor middle-income students, the State of Ohio must reaffirm its commitment to its truly disadvantaged students by continuing to target its limited educational funds to help those with the greatest financial need to obtain the education they require to rise on the socio-economic ladder. We must not allow our commitment to wane.